DOCUMENT RESUME

ED 418 738 JC 980 191

TITLE	Outreach Task Force, University of California. Report of the Community Colleges Outreach Subcommittee.
INSTITUTION	California Univ., Berkeley. Office of the President.
PUB DATE	1997-03-00
NOTE	36p.
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	Access to Education; College Transfer Students; Community Colleges; *Diversity (Institutional); Enrollment Trends; Higher Education; Institutional Mission; *Intercollegiate Cooperation; Organizational Objectives; *Transfer Policy; Transfer Programs; Two Year Colleges
IDENTIFIERS	University of California

ABSTRACT

This report discusses how to make partnerships between community colleges and the University of California more effective. It explains the subcommittee's charge and focus, and outlines its goals. The first section of the report provides a description of the Master Plan "Transfer Function," delineating the obligations of both the University and community colleges. The next section describes transfer function success, with an emphasis on the extent to which this framework has served to enroll students from underrepresented groups at the University. Section III includes an analysis of the possible impact of new admission requirements on transfer students, focusing on maintaining and serving student diversity. Section IV provides an evaluation of current University and community college outreach activities and the potential of these efforts to enhance student diversity. The final section offers a set of findings and recommendations for Task Force consideration. Appendices include information regarding the differential impact of SP-1 on transfer applicants, community colleges surveyed for the report, and data regarding transfer student enrollment. Contains 16 references. (YKH)

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REPORT OF THE COMMUNITY COLLEGE OUTREACH SUBCOMMITTEE

OUTREACH TASK FORCE
UNIVERSITY OF CALIFORNIA

March 1997

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REPORT OF THE COMMUNITY COLLEGE OUTREACH SUBCOMMITTEE

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Subcommittee Charge and Focus

The Outreach Task Force's charge to the Community College Subcommittee was to investigate ways of making the partnership among community colleges and the University more effective through outreach, especially in light of the fact that California community colleges enroll a significant proportion of the disadvantaged and underrepresented minority students in California higher education. A central question for the Subcommittee was: How can the University better tap this diversity given its commitment to the "transfer function" as defined in the California Master Plan for Higher Education?

Members of the Subcommittee believe this topic to be especially important because of recent statistics showing a decline in the number of community college students applying to the University of California. Recent data indicate that students at California community colleges submitted 535 fewer transfer applications to the University this year, down from 4.1 percent last year (University of California, 1997). This is the second consecutive year that such a decline has been recorded, resulting in a two year decline of 8.6 percent. Declines in the number of applications submitted to the University occurred across all ethnic groups, although disproportionately among African American students (a 19.4 percent decline), American Indian students (26.9 percent), Chicano students (10.8 percent), and Latino students (11.9%).

In its deliberations, the Subcommittee adopted three underlying assumptions. These assumptions helped guide the Subcommittee's discussions as well as direct its data-gathering activities.

- Student diversity remains an essential and pivotal part of the University's commitment to educational excellence and in serving the needs of the State.[1]

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[1] Although SP-1 prohibits the use of admissions criteria based on race and ethnicity, diversity remains a central policy goal for undergraduate admissions. This policy was approved by The Regents in 1988 and, in part, specifies that:

> *The University seeks to enroll...a student body that, beyond meeting the University's eligibility requirements, demonstrates high academic achievement or exceptional personal talent, and that encompasses the road diversity of cultural, racial, geographic, and socioeconomic backgrounds characteristic of California.*

Moreover, The Regents reaffirmed their commitment to this policy in section 9 of SP-1:

> *Because individual members of all of California's's diverse races have the intelligence and capacity to succeed at the University of California, this policy will achieve a UC population that reflects this state's*

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- The "transfer function" is an integral part of California's Master Plan for Higher Education and it should continue to be supported as a primary component of the University's undergraduate enrollment plan.

- The concept of "targeting" as one means for preparing specific groups of students for admission to the University should be retained as a viable strategy in developing outreach policy and practice, so long as such programs do not exclude others from participating.[2]

Given these assumptions, the Subcommittee focused on three major and interdependent questions in its deliberations:

1. What impact will the new admissions requirements, as specified in SP-1, have on transfer admissions, especially for underrepresented and disadvantaged students?[3]

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diversity through the preparation and empowerment of all students in this state to succeed rather than through a system of artificial preferences.

[2] The Subcommittee acknowledges that the issue of targeting is a controversial one and that outreach programs which use race-attentive criteria with which to select participants may need to be revised given passage of Proposition 209. Nevertheless, the Subcommittee believes that outreach programs which target underrepresented groups for admission to the University, including racial and ethnic minority groups, have demonstrated their benefit to both the University and the State. In addition, it is unclear from a legal perspective the precise impact that Proposition 209 will have on University outreach programs since all such programs are open to non-targeted groups. In light of this, it is the opinion of the University's Office of the General Counsel that the impact of Proposition 209 on University outreach is best addressed by the Board of Regents, based on the recommendations of the Outreach Task Force:

> *...the University should not err on the side of interpreting Proposition 209 to prohibit all remaining attention to race, ethnicity, and gender in the design and administration of outreach programs...The most appropriate course for the University to follow, absent a Regental decision to the contrary, is to continue with existing outreach programs open to all students without regard to race, ethnicity, or gender and to await the report of the Outreach Task Force and the orderly introduction of new or modified programs based upon consideration of those recommendations* (Holst, 1996, personal communication, p. 10).

Given the importance of the Outreach Task Force's recommendations in the formulation of outreach program policy and practice, it is the Subcommittee's belief that programs which target specific groups historically underrepresented at the University -- if properly constructed, judiciously applied, and integrated well into an overall outreach strategy -- remains an important programmatic tool of University outreach.

[3] For purposes of this report, *underrepresented students* refers to students who have been found to have eligibility rates for admission below the 12.5 percent allowed under the Master Plan for Higher Education, i.e., African American, American Indian, and Chicano/Latino students. *Disadvantaged students* refers generally to students who have experienced inadequate educational preparation for college, come from low socio-economic backgrounds, or have suffered some personal hardship.

2. What role, if any, can outreach play in ameliorating the potentially significant effects of the University's new admissions requirements on the enrollment of underrepresented students; or, conversely, in maintaining and enhancing undergraduate student diversity?

3. What specific community college and University outreach efforts or programs should be recommended that may be most effective and efficient for the University to maintain or enhance student diversity?

In addressing these issues, this report is divided into four sections. The first section provides a description of the Master Plan "transfer function," delineating the obligations of both the University and the community colleges. Section II describes the "success" of the transfer function, with an emphasis on the extent to which this framework has served to enroll students from underrepresented groups at the University. Section III includes an analysis of the potential impact of the new admission requirements on transfer students. Section IV provides an evaluation of current University and community college outreach activities and the potential of these efforts to ameliorate or even improve University student diversity. The final section includes a set of recommendations for Task Force consideration.

Section 1: The "Transfer Function"

The Master Plan for Higher Education

The Master Plan for Higher Education was adopted in 1960 to respond to a host of Statewide concerns within higher education, including a burgeoning college-age student population, increasing tension among the segments of higher education regarding their respective roles, and limited State funding. The Master Plan sought to assure appropriate educational opportunities at reasonable cost to all qualified California residents. In addition, the Master Plan sought to guarantee essential expansion of educational resources without wasteful duplication by calling for the coordination of the three segments of public high education.

Under the Master Plan, each segment of postsecondary education was assigned a specific responsibility as the means of addressing Statewide higher education needs. In addition to continuing its mission of offering undergraduate instruction across a broad range of disciplines in the liberal arts and sciences and providing public service, the University was assigned responsibilities in the following areas: exclusive jurisdiction over training in the professions of law, medicine, dentistry, and veterinary medicine; sole responsibility in public education to award the doctorate (except that provision was made for joint doctorates with the State Universities in selected fields); and the primary State supported agency for research.

The California State University was given the responsibility for undergraduate instruction in the liberal arts and sciences in areas requiring more than two years of collegiate education and teacher education through the master's degree.

The California community colleges were given perhaps the broadest charge. They were assigned the responsibility of offering a transfer curriculum, vocational-technical education, and general liberal arts courses. The Master Plan specifically states:

> *...public junior colleges shall offer instruction through but not beyond the fourteenth grade level including but not limited to, one of the following: a) standard collegiate courses for transfer to higher institutions, b) vocational-technical fields leading to employment, and c) general or liberal arts courses. Studies in these fields may lead to the Associate in Arts or Associate in Science degree" (Master Plan, 1960, p. 41-42).*

With the adoption of the Master Plan, the interests of the University and California community colleges were linked specifically with the educational needs and aims of the State. Nowhere is this balancing of institutional interests and Statewide needs more sharply illuminated than in the creation of a distinct "transfer function." The transfer function was designed with two purposes in mind:

- To accommodate the projected increase in new students entering four-year postsecondary education institutions by using the community colleges to expand lower division instruction. In 1960, projected student enrollments threatened to overwhelm capacity at four year institutions. By further developing community college transfer programs, the authors of the Master Plan hoped to create a less expensive and more convenient local alternative for students who would otherwise enroll in a lower division program at a four-year institution.

- To provide an avenue of access to higher education for students not qualified for admission to the University or California State University based on high school performance. The aim was to provide students with a "second chance" to earn a baccalaureate degree following completion of lower division work at a community college. It is this second chance function that characterizes community college transfer to the University today. Currently over 80 percent of all community college students who transfer to the University are individuals who were ineligible to be admitted directly from high school (University of California, 1996).

The transfer function thus provides greater access to a college education and, as a result, has become a critical element in California's commitment to educational equity for all segments of the population. So important, in fact, that in 1989, the California Legislature concluded in its review of the Master Plan that, "...a healthy transfer function [is] the absolute essential reform in California's system of high education..." (Master Plan Joint Committee, 1989, p. 33).

Transfer Admission and Undergraduate Enrollment

There are two elements of the transfer function that have a critical impact on University undergraduate enrollment: the first concerns access for community college transfer students as established through eligibility criteria, and the second specifies an upper-to-lower division ratio ("60:40") of undergraduates at the University.

- The Master Plan specifies that the community colleges be open to *all* high school graduates and serve as a point of entry to higher education for those students ineligible or unable to attend the University or a state university directly out of high school. To prepare community college students for entrance to a public four-year postsecondary institution, the authors of the Master plan recommended that the University and California State University require a minimum of at least 56 units of acceptable advanced standing credit with a GPA of at least 2.4 (for the University) or 2.0 (for the California State University) before considering the admission of applicants from a California community college.

- The Master Plan specifies that the percentage of undergraduates in the lower-division number no more than 40 percent of the Universitywide undergraduate population. By

establishing a 60/40 ratio, the Master plan restricted lower division instruction at public four-year institutions while expanding the role of the community colleges in the provision of lower division undergraduate instruction. Given projections regarding the number of new students that the State would have to accommodate, and the commitment of the University and the California State University to upper-division and graduate instruction and research, the Master Plan authors believed that expansion could best be accomplished in the community colleges. The importance of the 60/40 ration was reaffirmed in the 1989 review of the Master Plan. The University was directed to make the 60/40 ratio a central tenet of its enrollment planning process and to achieve this ratio by the 1994-95 academic year (Master Plan Joint Committee, 1989).

The Master Plan's specification that the percentage of undergraduates in the lower division number no more than 40 percent of the undergraduate population has served as a *de facto* enrolment goal at the University for the admission of transfer students from California community colleges. With freshman admissions, the Master Plan specified a specific goal regarding the number that both the University and California State University should enroll. At the freshman level, the top 12.5 percent of high school graduates are eligible for admission to the University, while the top 33 percent are eligible to attend CSU. By admitting all eligible applicants who apply for admission as freshman, the pool of eligible applicants has served to define freshman enrollment totals at both the University and CSU. However, no such enrollment goal was specified for transfer students. Approximately one-third of the roughly 30,000 new undergraduate students who enter the University each year enter as advanced standing transfer students. The largest segment of this transfer population -- over 90 percent -- come from California community colleges (University of California, 1996).

Section II: The Success of the Transfer Function

Following the adoption of the Master Plan, the enrollment of community college transfers at the University increased greatly, reaching over 8,000 students in the early 1970s. Following this period, the number of new transfers declined largely a result of two factors: 1) a decline in the number of students graduating from California high schools; and 2) an increase in the number of high school seniors who chose to attend the University or other four-year public and independent institutions directly from high school (University of California, 1995a). However, the number of community college transfers attending the University again increased in the mid-1980s (see Figure 1). In the Fall of 1995, the University enrolled 9,005 community college transfers, the largest Fall enrollment in the University's history.

Other measures also indicate the increasing importance of community college transfers in the creation of the University's total undergraduate student body. For example, the University's share of community college students who went on to attend California's public four-year institutions also increased. In the last decade, the University's share of all community college students entering public four-year institutions increased from 9.8 percent in 1985 to 18.9 percent in 1995 (see Figure 2). Moreover, community college students as a proportion of all transfer students entering the University increased from just over 68.9 percent in 1985 to over 90 percent today (see Figure 3). This latter point is especially important because illustrates that community college students receive first priority over all other students who wish to transfer to the University, including students from the California State University, in-state and out-of-state independent colleges and universities, and University inter-campus transfers.

Finally, the University has exceeded Master Plan enrollment targets for transfer students. Recall that the Master Plan requires the University to achieve a 60/40 ratio of upper-division to lower-division students. The University was directed to make the 60/40 ratio a central tenet of its enrollment planning process and to achieve this ratio by the 1994-95 academic year. The University achieved this 60/40 goal in 1991-92 and has maintained it since.

While the University has sustained dramatic increases in the total number of community college students it enrolls over the last decade, two developments remain troubling: 1) As noted at the outset of this report, applications to the University California community colleges have declined the past two years; and 2) the number of students who are underrepresented in the eligibility pool (i.e., African American, American Indian, and Chicano/Latino students) can be described, at best, as modest (see Figure 4). At first glance, overall statistics are encouraging. For example, in 1985, the SAA transfer population constituted 13.9 percent of all community college transfers. This total grew to 18.8 percent by 1995. In addition, while the number of community college transfer students has increased by 83 percent in the last ten years, the number of students from traditionally underrepresented groups has increased 147 percent. This compares favorably with a

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79 percent increase for white, Asian, and Filipino students combined during the same period (University of California, 1995c).

While these figures are encouraging, a closer look at the statistics reveals that not all groups have benefitted from gains made in overall transfer enrollments. While the absolute number of students from each underrepresented group has increased in the last decade, the proportion of total transfer enrollments for each group varies a great deal. Chicano/Latino students have made the greatest gains, constituting 14.1 percent of total transfer enrollments in 1995, up from 10.0 percent in 1985. However, percentages for African American and American Indian have remained relatively static in the past 10 years, hovering around 3.5 percent and 1.2 percent respectively of total community college enrollments.

These modest increases are disappointing in light of the significant number of underrepresented students who attend community colleges. Nationwide there are over 5.6 million students in community colleges (American Association of Community Colleges [AACC], 1995; Phillippe, 1995). Of this number, 1.2 million or 22 percent come from underrepresented groups, with African American students comprising 40.1 percent, Chicano/Latino students 36.3 percent, and American Indian students 4.3 percent.

In California this diversity is even more pronounced. Over 1.12 million students attend a California community college (AACC, 1995). Over 300,000 students, or 30 percent of the total, are African American, American Indian, or Chicano/Latino. American Indian students constitute 1.2 percent of this total, which is consistent with the percentage of American Indian students the University enrolls from community colleges. For African American and Chicano/Latino students, however, the picture is bleaker. Although African American students constitute 8.3 percent of all California community college enrollments, they comprise only 3.1 percent of transfers to the University. Chicano/Latino students constitute 20.4 percent of all enrollments, but just 14.1 percent at the University.

Section III: Influence of New Admissions Criteria on Enrollment of Transfer Students

Can Community College Transfers Make-up for Lost Diversity?

The sizable enrollment of traditionally underrepresented students at California community colleges was heartening to the Subcommittee because although the great majority of these students were not enrolled at the University (and probably not eligible to attend directly from high school), there was at least a pool of *potentially eligible* students for the University to draw upon. As detailed during several Task Force meetings, the Subcommittee was well aware that the decision of the University to eliminate race and ethnicity as criteria for use in the selection of students will likely -- at least in the short term -- have a significant impact on the number of underrepresented students who are admitted to the University, especially for freshman applicants. Projections concerning the impact of SP-1 on admissions thus far indicates that the number of underrepresented students admitted to the University's most selective campuses will drop significantly following the implementation of this policy (University of California, 1995b). The Subcommittee hypothesized that the community colleges might become an increasing source of diversity for the University in the coming years. More specifically, the Subcommittee conjectured that this diversity might perhaps serve as a "buffer" for the University in the short- and mid-term to help maintain or enhance diversity at the undergraduate level.

How would such a scenario play itself out? Upon SP-1's implementation, the University will be required to admit anywhere from 50 to 75 percent on the basis of academic criteria alone (GPA and SAT/ACT scores). If enrollment projections are correct, a great number of underrepresented students will not be admitted to the University, especially at the more selective campuses, such as Berkeley and UCLA. Given this, the Subcommittee speculated that these students would then elect to attend a California community college to prepare themselves for admission to the University one or two years later.

There are at least two critical links in this scenario, both of which must be satisfied if the University is to realize greater student diversity at the transfer level. The first is whether underrepresented students rejected at the freshman level would opt to attend a community college. The second is whether the impact of SP-1 would be any different for transfer applicants than freshman.

1) There is no direct evidence -- positive or negative -- that applicants rejected at the freshman level from attending their first- or second-choice University campus would attend a community college instead. There is, however, indirect evidence. While acknowledging the danger of broad generalizations, we do know that many underrepresented students may be the first ones in their family to attend college, come from lower socio-economic backgrounds, and, especially in the case of Chicano/Latino

students, face pressure from parents to remain close to home (see, for example, Rendon, Jalomo, and Garcia, 1994). This characterizes well the background of students who generally attend community colleges. The difference here is that our rejected UC students are more accomplished academically to the extent that they were eligible to attend the University directly from high school. Most students preparing for University transfer make themselves eligible at the community college (recall that over 80 percent of transfers to the University were not eligible to attend directly from high school).

2) There is no empirical evidence demonstrating a differential impact of SP-1 on freshman *vs.* transfer applicants. Projections concerning the impact of SP-1 on admissions thus far have centered almost exclusively on freshman admissions. One of the reasons for this is the extraordinary difficulty of projecting future application and enrollment trends based on a policy that has yet to be fully implemented and operationalized. Assessing the impact of SP-1 on freshman applicants is difficult enough, but projecting transfer admissions is even more complicated since the pool of "transfer ready" applicants is difficult to define and largely unknown. It is difficult to predict the future when the present remains elusive. However, it is argued by some that transfer applicants will not be affected as greatly by SP-1. This line of argument is presented in Appendix 1.

The Subcommittee concluded that a scenario in which the University's student diversity would be enhanced through transfer admissions, while not without merit, lacked both credence and empirical evidence. With regard to the first linkage, it is not clear that significant numbers of students would choose to attend a community college given the wide variety of four-year college choices in California. Indeed, underrepresented students at this level are often the most highly recruited applicants by other four year institutions across the country. That a significant number of these students might choose to attend a community college in the face of such recruitment seems unlikely. And the second linkage lacks evidence. While the analysis presented in Appendix 1 presents several *a priori* reasons why underrepresented students presenting themselves for admission to the University at the transfer level might have a greater chance of being admitted under SP-1 than they did at the freshman level, there is not yet evidence to support this analysis.

Can Outreach Serve the University's Student Diversity Goals?

While the Subcommittee concluded that California community colleges would not, in the short-term at least, serve to prop-up the University's diversity goals, community colleges will likely remain extremely diverse and that this diversity should be better tapped by the University in the coming years. Given that the implementation of SP-1 may render the admissions process less potent in the creation of a class that encompasses the ethnic and racial diversity of the State, outreach activities -- those efforts currently in-place as well as others only envisioned -- might

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provide the *only* means with which the University could incorporate a long-term strategy that would maintain or enhance student diversity.

Section IV: Potential Impact of Outreach Activities on Transfer Admissions and Undergraduate Diversity

Given that outreach may be one of the few remaining tools that the University can use to maintain or enhance student diversity, the Subcommittee decided to focus its data gathering activities on outreach activities specifically designed for community colleges.

Data Gathering Activities

If outreach is to take a more prominent role in the admission of traditionally underrepresented and disadvantaged students, the Subcommittee wanted to determine those programs and activities that were most successful at community colleges and the University. To obtain this information, a survey was sent to the presidents or chancellors at 35 community college across the State. The colleges selected for the survey were those that sent the greatest number of students to the University in the past two years, along with campuses that were most successful in transferring traditionally underrepresented students. Appendix 2 presents the schools that were surveyed.

In addition to a survey of community colleges, members of the Subcommittee also spoke with University admissions officials about what they believed to be the most successful efforts in transferring community college students to the University, especially underrepresented and disadvantaged students. Officials interviewed included the directors of admission, senior community college evaluators, and outreach and recruitment staff specifically assigned to community college transfer programs.

Current University Outreach Efforts

In general, outreach and recruitment activities conducted on behalf of community college transfer students do not differ greatly from freshman outreach efforts in that they are designed to make potential students aware of and prepared for University admission requirements. There are two general types of outreach to community colleges: student-centered and information-centered programs.

1. Student-centered recruitment and outreach consists of direct contacts with potential applicants and others such as parents. These efforts include both short-term and long-term activities. Short-term activities are usually school visits or college faires, where University outreach staff make presentations and conduct workshops on University transfer admission requirements, financial aid issues, and academic preparation. Long-term efforts, often referred to as academic development programs, are designed to improve students' scholastic standing by providing tutorial assistance and intensive academic counseling, thereby improving their chances for admission.

Outreach to and recruitment of community college students is mostly short-term and generally administered on a campus-by-campus, as opposed to systemwide, basis. Much less common at this level are long-range activities designed to prepare students for transfer to the University.

Falling somewhere between these short and long-term programs are the University's transfer admission programs. Each campus administers one or more of these programs which are designed to: 1) guarantee admission to a community college transfer student if he or she meets specific admission requirements (usually a specific GPA threshold and coursework); or 2) provide extensive academic supports to help students prepare for transfer to the University (without a guarantee of admission). These programs were originally designed to increase the number of underrepresented students that transferred to the University. While that is still a goal for many of these programs, they have expanded to include all other students as well.

2. Information-centered activities are designed to provide community college students and counselors with the information and tools needed to prepare themselves for transfer to the University. These indirect efforts include the creation of course articulation agreements between and among community colleges and University campuses, as well as professional development activities such as counselor training workshops and faculty exchanges. These activities are carried out at both the campus and Universitywide level, often in conjunction with one another. Course articulation is a good example of this partnership. The Office of the President evaluates all community college coursework for transferability to any campus of the University. Each campus then conducts an additional review to determine how such courses might apply toward specific campus degree requirements, such as general education and major preparation.

Evaluation of Current Outreach Approaches

Community college outreach is a significant part of the University's overall outreach and recruitment efforts. Increases in overall transfer enrollment during the past ten years is due in large measure to these efforts. While the work done in this area is important and often impressive, it differs in two important ways from freshman outreach activities:

1. Community college outreach occupies a secondary role, receiving less funding and institutional resources than freshmen outreach activities.

2. Community college outreach lacks academic development programs affecting large numbers of transfer students. Except for two notable exceptions, the Puente Program and MESA, University outreach to community college students remains largely short-term. As previously noted, such programs, such as the Early Academic Outreach Program

(EAOP), have been successful in preparing large numbers of traditionally underrepresented students for University admission at the freshman level. This has been accomplished by identifying students in the 7th and 8th grades and assisting them throughout their junior and high school careers with counseling and tutorial services. Other, non-University developmental programs, such as AVID ("Advancement Via Individual Determination") are committed to the same type of long-term approach to University eligibility.

Expanding academic development activities to students attending community college, is a logical, pedagogical extension of a model proven successful in high school and, on a smaller scale, within community colleges themselves. At the core of this model is the identification of promising and committed students who could benefit from completing a baccalaureate degree; provision of information about the type and extent of preparation they will need to attend a four-year college; and counseling and tutorial services that will assist them in meeting their higher education goals. The success of Puente and MESA demonstrates the extraordinary importance of such developmental models in preparing students, especially traditionally underrepresented students, for admission to the University. Moreover, in a recent review of such programs, the California Postsecondary Education Commission (CPEC) noted that such models are critically important:

> *[Academic development programs] offer valuable information on and a viable strategy for addressing important educational issues, such as improvement in the preparation of all students for college, the desirability of reducing the need for remediation at the collegiate level, and the goal of achieving diversity* on the natural *in lieu of consideration of race, ethnicity, and gender in the college admissions process.* (CPEC, 1996, p. 1)

Why is an Academic Development Model Appropriate for Community College Transfer Students?

1. The transfer process can be difficult to manage, especially for students who are first in their family to attend college. Similar to native University students, community college students must give careful consideration to the selection of a campus or campuses, a major that is congruent with their interests and talents, and completion of appropriate courses. Native students, however, need never worry about whether the courses they take will be "accepted" for credit, if the major they wish to prepare for will be available, or even if they will be allowed to continue their studies after the successful completion of their sophomore year. While the University and the community colleges have worked hard over the years to create a "seamless" transfer process, there are still cracks to be filled. Academic development programs can fill these gaps by providing students with on-going counseling and tutorial assistance.

2. Over 80 percent of all community college students who transfer to the University are "second chance" students. This means that many transfer students were not on the "college track" in high school. Academic development programs can identify those students who show academic promise and can provide the necessary support services to make the achievement of the baccalaureate degree a reality.

3. Students who attend a community college that lack a strong transfer focus often get "stuck" there (the often quoted "cooling out" phenomenon – see Clarke, 1960) and never transfer to a four-year institution. Unless there is a strong commitment to transfer, there may be a pronounced difference in academic expectations between the community college and the University. Most community colleges adapt well to the needs of their students by providing part-time enrollment, 14-17 week semesters, no minimum course loads, evening courses, and small classes, with plenty of instructor-student interaction. The University on the other hand offers no such inducements, stressing instead more traditional academic characteristics such as full-time enrollment, intensive 10 week quarters, minimum progress requirements, large lecture classes with discussion sections, and relatively infrequent interactions with professors. These extremes in academic culture are what academic development programs attempt to bridge. They provide information on the type and extent of coursework needed to best prepare for transfer. They provide counseling activities to give students a sense of the work they will need to do to succeed at the University, as well as tutorial and study skills advice to help them survive the often significantly different academic culture there. Finally these programs track students' progress as they prepare for University admission.

Results from Survey of Community College Presidents and Chancellors

Community college presidents and chancellors were asked to respond to three questions:

1. *What do you believe are the primary reasons for your college's success in preparing students for transfer to the University of California?*

   Respondents mentioned transfer centers, a strong institutional mission emphasizing transfer, commitment to articulation, and transfer counseling as the most important reasons for their colleges' success in preparing students for transfer to the University. Transfer centers and strong institutional mission were especially emphasized, being mentioned by more than half of the presidents/chancellors who responded to the survey. The following is representative of the comments received in this regard:

   > *[Our college's] Mission Statement, but more specifically its Statement of Institutional Direction, places the transfer of students to four-year colleges, particularly underrepresented students, as an institutional priority. This focus is*

> ***disseminated widely in many administrative and student handbook publications. Also included are statements to the administrative staffs as to a shared responsibility for student access generally and transfer specifically.***

A strong institutional mission focusing on transfer has been identified elsewhere as being a vital factor in encouraging greater numbers of students to transfer to four-year institutions and complete an undergraduate or advanced degree (see Eaton, 1995). In a recent nationwide study reviewing policies and programs affecting transfer, Cohen and Brawer (1996) conclude:

> *Our data show that at high transfer [community] colleges, key personnel are more ready than those at low transfer colleges to assign top priority to the transfer function. At high transfer colleges, a transfer ethos is perceivable, more administrators seem to be involved, and transfer is an obvious focus* (p. 36).

Such a mission embodies several important components including the availability of a transfer-level curriculum, extensive course articulation with local four year institutions, and strong faculty ties between and among two-year and four-year institutions.

Not surprisingly, transfer centers have also been identified as an important characteristic of community colleges with a strong transfer mission. Indeed, the University has recognized the importance of transfer centers as part of a multi-faceted approach to transfer, as recommended in the final report of the Task Force on Black Student Eligibility (1990).

2. *What specific types of programs or activities has your campus initiated that have proven to be of particular value in preparing students for transfer to the University, especially disadvantaged students and those students who have been traditionally underrepresented in higher education?*

Although a wide range of programs were mentioned, including MESA, UC/community college transfer agreement programs, Project ASSIST and CAN, by far the most often mentioned programs were EOPS and the Puente Program. This is not surprising given the long-running and successful nature of these programs which have helped define developmental outreach for community college students for at least the past 10 years. In its comprehensive review of factors affecting Latino eligibility for the University, the Latino Eligibility Task Force (1993) recommended that the University:

> *Expand strategically targeted outreach services in the community colleges, modeled after the Puente Project, even at the cost of limiting other, less effective K-12 outreach activities...Some 66 percent of Puente Project students who*

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> *complete the program transfer to four-year institutions -- 25 percent directly to the University of California. A steady expansion of this program would soon increase the number of Latinos becoming eligible for and attending the University of California* (Report 2, p. 28).

Moreover, the Puente Program was rated highly by the Task Force on Black Student Eligibility (1990), which recommended that Puente be expanded.

3. *What can the University of California do to support your efforts in preparing students for transfer to the University of California, especially underrepresented and disadvantaged students?*

By far the most recommended activity was to increase the number of community college visits that University outreach staff made to campuses. These comments may have been in response to recent University action to reduce campus visits in the wake of severe budget cuts earlier in the decade. Other multiple responses included: developing more articulation agreements, greater use of transfer admission agreements and programs, and the creation of transfer-student specific scholarships

Results from Survey of University Staff

University officials involved in the transfer process at the University were asked to respond to the following four questions:

1. *What kinds of community college-based programs do you believe are especially effective in preparing students for transfer to the University of California?*

Like the community college presidents/chancellors, University staff mentioned transfer centers and the Puente Program as especially effective in promoting transfer. However, related to these recommendations was the acknowledgment that community college staff themselves constitute the most important intervention in helping to promote transfer among their students. As one respondent said:

> *Talented and caring individuals who work with transfer students at the community colleges are important to a healthy transfer relationship with UC. The University should recognize and support the good work of counselors and Transfer Center staff.*

Other community college programs also were mentioned as being effective in promoting transfer, especially among underrepresented students, including Project Success at El Camino College, the Transfer Achievement Program at Santa Barbara City College,

Making Transfer Easy at Irvine Valley College, and the Transfer Opportunity Program, among others. What distinguishes these programs and others like them is the fact that they initiate individual contacts with potential transfer students, help the student prepare academically for transfer, and foster on-going relationships with students during their community college career.

2. *What kinds of partnerships between the community colleges and the University do you believe are especially effective in preparing and transferring community college students to the University?*

Unheralded and often unappreciated, articulation agreements among community colleges and University campuses is seen among those staff that were interviewed as the most important partnership in promoting transfer. Articulation is seen as fundamental in helping students to at least *envision* what it will take to transfer to the University. Such agreements serve as an "academic road map" for students to prepare for the University; a map around which a myriad of other transfer decisions can be effectively made regarding major selection, course choice, time-to-degree, financial aid, etc. Moreover, articulation agreements often serve as the only "advisement" that many students receive from either the community college or the University. There are simply not enough counselors and advisors to provide in-depth transfer counseling for all students. As one staff person noted:

> *We...recognize that we cannot have a one-on-one relationship with every potential transfer student. We have worked hard to develop extensive articulation agreements and use ASSIST [a computerized articulation database] to disseminate our articulation. Our transfer advisers carry ASSIST to their community colleges on lap-top computers, making our articulation accessible widely. Articulation and ASSIST supplement the work of advisors and offer help when advisers are not available.*

Articulation agreements will remain the central piece of transfer information that most students will receive. The focus of future transfer efforts across the State will no doubt center on the creation of additional articulation agreements, as well as the means to distribute this information to students and counselors quickly via computer networks.

3. *What specific programs or activities has your campus initiated that have proven to be of particular value in preparing students for transfer or assisting them in the transfer process, especially for disadvantaged students and those students who have been traditionally underrepresented at the University?*

Each University campus has initiated a variety of programs designed to promote transfer among community college students. Two types of programs mentioned as most influential are:

- Transfer guarantee programs, which provide students with a guarantee of admission provided that the student meets specific academic requirements. Five campuses have implemented such programs. Generally students must complete at least 60 transferable units, earn at least a 3.00 GPA, and complete a specific set of courses in order to be guaranteed a place on a University campus.

- Transfer assistance programs, which provide community college students extensive academic and admission support services such as counseling and tutorial assistance. In addition, University outreach staff make regular visits to community colleges that participate in such programs, providing information and advice on how best to prepare for admission to the University.

4. *What additional efforts should the University be engaged in (at the campus or systemwide levels) to better prepare or assist students for transfer to the University, especially underrepresented and disadvantaged students. Are there specific components or strategies that ought to be implemented?*

This question solicited the liveliest comments and several intriguing ideas. Foremost was the suggestion that the University assign its intermediate outreach staff to community colleges. As noted earlier, the University recruits a wide variety of students early in their academic careers through its developmental outreach programs such as EAOP. Many of these students choose to begin their college careers at a community college, meaning that, in most cases, their link with the University is severed. Several respondents commented that the University would be wise to create formal outreach linkages with these students during their time in the community college, thereby increasing the likelihood that these students will transfer to the University at a later time. Such an effort is consistent with data suggesting the powerful effect of developmental programs on freshmen applicants.

A second suggestion was that outreach staff play a greater role in "advising the advisors" by developing workshops and fora for community college counselors. University outreach staff cannot reach all potential community college transfer students and many students who are reached receive only minimal instruction by way of publications and short conversations at college faires. A better approach might be to expand the University's efforts in training community college counselors about the University's transfer admission requirements as well as strategies for effective student transfer. The University already sponsors several such efforts, the most prominent being the *Ensuring Transfer Success* (ETS) Counselor Institutes, developed in conjunction with the

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California Community College Chancellor's Office. ETS is a day-long workshop designed specifically for community college counselors. The workshop includes two training tracks: one for new counselors and one for veterans. Within these sessions, University outreach and admissions staff work closely with participants to discuss University transfer admission requirements, campus selection criteria, and other issues that directly effect the transfer of students to the University. ETS has been on-going for the past 4 years and has received positive reviews from community college counselors, who are impressed not only with the quality of the program, but also with the fact that the University is willing to devote the time and resources to assist community college counselors with their work. Unfortunately, ETS reaches only a limited audience. ETS's intensive and interactive program requires small classes to be effective, which keeps the number of counselors who may participate around 350 Statewide. While the ETS model could expand to additional sites, it would require a fairly significant increase in University resources to do so. Still, the idea that University outreach staff spend more time with counselors is a good one since it may expand exponentially the number of potential transfer students that can be served.

Comments from External Groups

The Subcommittee received comments from two additional groups: The UC Community College Counselor Advisory Committee and the Community College Transfer Center Directors Association. These groups sent a joint position paper to the Task Force. Some of their most salient recommendations included the following:

- Assign one-third of the outreach staff at University campuses to community college outreach and admissions to reflect better the actual enrollment total of transfer students.

- Develop, in consultation with the Transfer Center Directors, individual transfer recruitment plans since different community colleges have different campus priorities and needs.

- Allocate funds to create community college transfer student scholarships.

- Develop procedures for sustained follow-up of students participating in the University's Early Academic Outreach Program who matriculate to community colleges.

- Develop specific recruitment documents and activities for community college transfer students such as videos, fee waivers, catalogs, and other transfer-specific publications.

Section V: Findings and Recommendations

In developing a set of recommendations for Task Force consideration, the Community College Outreach Subcommittee relied on a number of assumptions (as described on page 2), along with several declarations, as follows:

- Diversity remains an important academic goal for the University.
- It appears that admissions policy will no longer assist in the development of an ethnically diverse student body to the extent it has in the past; other means such as outreach will need to be found.
- One of the purposes of the Outreach Task Force is to determine how outreach can be used to promote diversity at the University.
- Current outreach activities are partly responsible for increases in the number of community college students transferring to the University.
- Increases in the number of underrepresented students has been modest, especially in light of the degree of diversity in the community colleges.
- Academic development outreach models, such as EAOP, appears to be especially effective in recruiting greater numbers of underrepresented students to the University at the freshman level.
- There is reason to believe that such models could be effective in preparing community college students for transfer to the University.
- Such a strategy is supported by both community college presidents and chancellors, as well as officials within the University. It is also supported by University-sponsored task forces that have reviewed eligibility rates for African Americans and Chicano/Latinos.
- Information-centered outreach activities, using emerging technologies such as the Internet as well as more traditional counselor-training workshops, have great potential to reach many more students and help them prepare for transfer.

Given these declarations, the Community College Outreach Subcommittee developed four recommendations. These recommendations are conceptualized as a "package;" that is, in order for any one recommendation to be successful, the others must also be implemented. Each of these recommendations points to a specific concern or problem noted in the report:

Recommendation 1 is designed to better prepare students who were ineligible to attend the University directly from high school; Recommendation 2 provides a way in which the University can better trace the progress of high school-eligible students who choose to attend a community college for their lower-division preparation; Recommendation 3 is concerned with helping specific groups achieve eligibility for University admission; and Recommendation 4 is designed to increase the University's presence across the State through the use of new technologies and proven counselor-training activities.

1. ***Expand academic development models to include greater numbers of community college students, especially students who were not eligible to attend the University directly from high school.***

   California community colleges represent a largely untapped source for the recruitment of disadvantaged and underrepresented students. Many if not most of these students are ineligible to attend the University directly from high school. However, available evidence indicates that programs such as EAOP, MESA, and Puente provide students with the sustained assistance to make them both eligible and competitive for University admission. These and similar programs are highly recommended by CPEC, as well as by Universitywide task forces addressing African American and Latino student eligibility. In addition, by expanding program models, such as Puente and MESA, which have proven successful within a limited number of community colleges, new programs need not be established initially. While the academic and informational components of each model would be maintained, selection criteria would be revised to recruit participants from disadvantaged backgrounds.

2. ***Develop procedures to follow students who enroll at a community college who were eligible to attend the University directly from high school.***

   The University devotes considerable resources to making pre-college students eligible to attend the University through EAOP. As noted earlier, many of these students decide to attend a community college and, as a result, lose touch with the University. Instead of lamenting the fact that the University reaps no benefit from its investment, the University should follow-up with these students during their time at a community college. Indeed, this should apply to all students who were originally eligible to attend a University campus directly from high school.

3. ***Continue to devote services to groups who have been historically underrepresented at the University, with the proviso that students from other groups may participate if they wish.***

   If the University wishes to maintain an ethnically diverse student body and remain committed to the Master Plan, it should continue to target programs and services that

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assist groups whose eligibility rates are below 12.5 percent. As noted at the outset of this report, however, the form and practice of the University's outreach in this regard may be modified if and when the courts allow the provisions of Proposition 209 to be implemented.

4. ***Closer coordination with community college transfer center staff.***

Implementing the three recommendations above implies closer contact with community college faculty and staff who are responsible for student transfer. However, the Subcommittee believes this linkage should be made explicit. The Subcommittee therefore recommends that a specific program be developed, jointly sponsored by the University and California community colleges, to help students make a timely and smooth transition from a community college to a UC campus. The goal of this partnership would be to increase the UC transfer rate of students who participated in high school or community college academic development programs. Under this program, a variety of services could be coordinated, including: academic advising and retention services, major and career exploration, UC application and financial aid workshops, and referral of students to key contacts at community college transfer and counseling centers

5. ***Expand "information-centered" programs and activities.***

The University cannot reach every potential transfer student. With 106 community colleges and more than 1.2 million students, no outreach program, however well organized and deployed, could cover this kind of ground. It makes sense, therefore, to develop processes and activities which get into the hands of community college students and their counselors information that helps to prepare them for transfer to the University. The University should continue to support, in conjunction with the community colleges and CSU, Project ASSIST, a computer-based articulation and transfer planning system. ASSIST provides both articulation and degree progress information to community college students in a readily available and highly-accessible electronic format. Similarly the University should continue to develop its Pathways Project, an Internet-based electronic application and student guidance system. The promise of ASSIST and Pathways is that it makes information about the University readily available to potential students throughout the State, regardless of proximity or linkage with a specific University campus or outreach office.

The University should also continue to support and expand programs which bring counselors and faculty together with University transfer admissions staff. Such programs, for example, the ETS Counselor Institutes and the Fall Counselors' Conference, provide training and support to community college counselors who, in turn, reach many more community college students than any one University student outreach office or program.

Finally, the Subcommittee supports the development of a "data warehouse" containing information about community college transfer students. This information would be shared widely with University and community college outreach professionals, enabling them to track students, monitor their academic progress, and provide strategically-timed counseling and information.

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Appendix 1

The Case for the Differential Impact of SP-1 on Transfer Applicants

Projections concerning the impact of SP-1 on admissions have centered almost exclusively on freshman. Preliminary research indicates that by removing race and ethnicity as supplemental criteria in the admissions process, fewer students from traditionally underrepresented groups will be admitted especially at the most selective campuses (Berkeley, UCLA, and perhaps San Diego). Without the "plus" factor of ethnicity or race, many students -- though eligible to attend the University -- may no longer be competitive to attend the most popular campuses.

The impact of SP-1 on transfer students is less clear, but an argument could be made that it will be less severe. Why? Because race and ethnicity play less of a factor in transfer admissions than in freshmen admissions. The selection process is based on factors that do not generally come into play with freshmen:

1) College-level Preparation for the Major: Unlike freshmen, transfer student applicants are reviewed based on the major they have selected, the completion of appropriate pre-major courses and the grades earned in pre-major courses.

2) A Broader GPA Range: Transfers are eligible to attend the University with a GPA as low as 2.40, although at most campuses the average transfer GPA is much higher, especially in oversubscribed majors. Still, the GPA range within which students can be admitted to the University is broader than the freshman GPA range.

3) No Examination Requirement: Freshmen must complete the SAT or ACT and the SAT II achievement tests. Transfer applicants have no such examination requirement.

4) Transfer-Specific Supplementary Selection Criteria: Transfer admission may be based on personal characteristics or background variables not usually experienced by freshmen, such as family responsibilities, job commitments, and re-entry status.

5) Priority Admission: Applicants from California community colleges receive first priority in admission over all other advanced standing applicants. Thus a community college applicant is more likely to be admitted, even with a lower GPA, than applicants from four year colleges and universities, as well as University inter-campus transfers.

What this means is that a broader and unique array of factors are considered in transfer admissions. Remove race and ethnicity from the mix and one still has a variety of other factors

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to be considered; factors which may result in the selection of students from underrepresented groups. It should be noted, however, that this analysis is speculative and has not yet been tested empirically. Moreover, this should not be construed to imply that race and ethnicity are unimportant or insignificant in the transfer selection process and that the removal of these criteria will have no impact on the creation of the undergraduate student body. Not even a causal observer of University admissions could make such a claim. What this analysis does illustrate, however, are important differences between the freshman and transfer selection process; differences which, if confirmed empirically, could suggest programmatic activities in response to SP-1 different than those applied to freshman applicants.

Appendix 2

Community Colleges Surveyed for this Report

American River College†
Cabrillo College†
Cerritos Community College†
Chabot College†
College of Alameda
Contra Costa College†
De Anza College†
Diablo Valley College†
El Camino College†
Foothill College
Fullerton College†
Glendale College†
Grossmont College
Irvine Valley College
Laney College
Los Angeles Pierce†
Los Angeles Valley†
Moorpark College†
Mt. San Antonio College†
Orange Coast College
Palomar College†
Pasadena City College
Rancho Santiago College†
Rio Hondo Community College
Riverside Community College
Sacramento City College†
Saddleback College†
San Diego City†
San Diego Mesa†
Santa Barbara City College†
Santa Monica College†
Santa Rosa Junior College†
Southwestern College†
Ventura Community College†
West Los Angeles College†

† Colleges that submitted responses.

Student Academic Services
University of California
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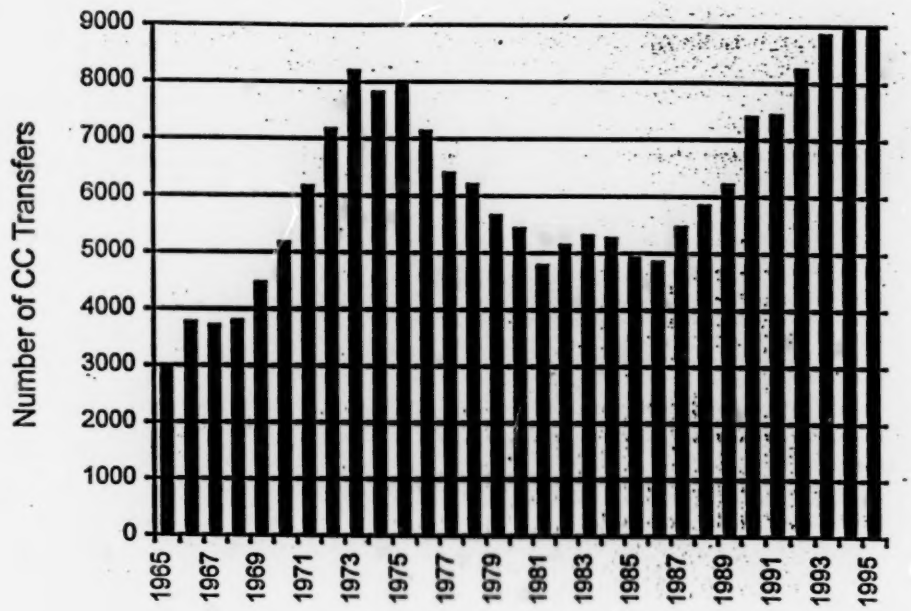
FIGURE 1

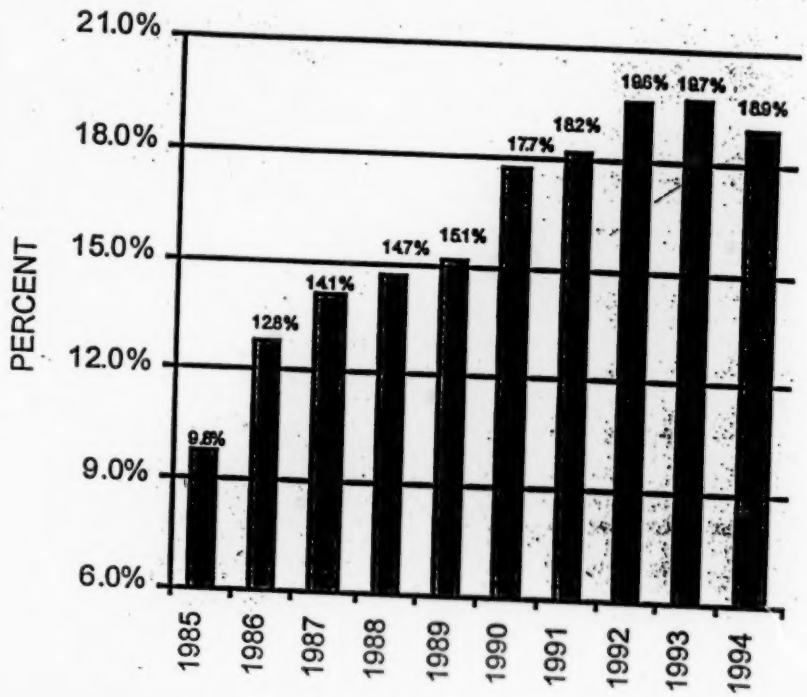
Community College Transfer Students Enrolling at the University of California: Fall 1985 to Fall 1995 (Fall Quarter Data Only)



Note: Full year data on new transfer students were not compiled until 1980.
Student Academic Services, Office of the President, University of California

FIGURE 2

Community College Students Transferring to the University of California as a Percentage of All Community College Students Transferring to California Public Four-Year Institutions: 1985-1986 to 1994-95 (Full Year Data)



Note: 1985 total represents Fall Quarter only. Due to the implementation of the multiple filing system, Winter and Spring admission processing was suspended.
Student Academic Services, Office of the President, University of California

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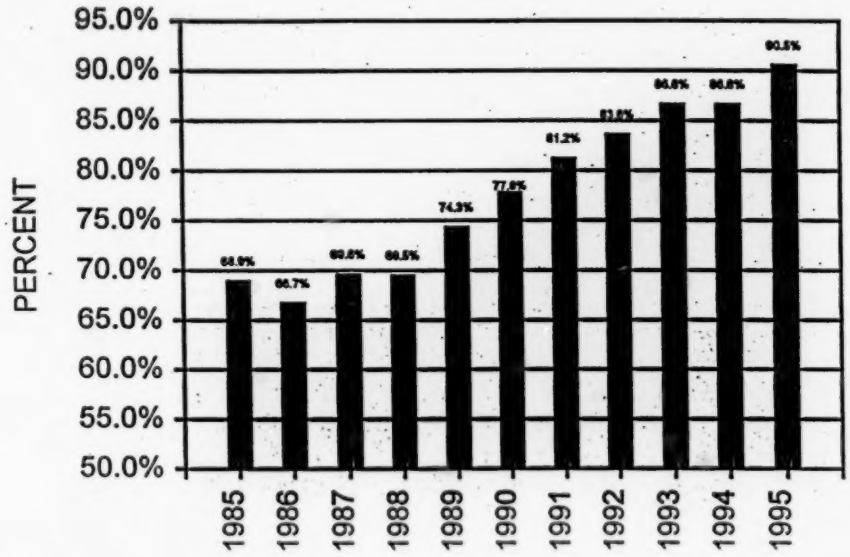
FIGURE 3

Community College Transfer Students as a Percentage of All Transfer Students Entering the University of California
1985-1986 to 1994-95 (Full Year Data)



Note: UC figures for 1985 are for Fall Quarter only. Due to the implementation of the multiple filing system, Winter and Spring admission processing was suspended.
Student Academic Services, Office of the President, University of California

FIGURE 4

New Enrolled Transfer Students from Community College
at the University of California
Student Affirmative Action Students (SAA)
Fall 1985 to Fall 1995

Fall Quarter	Total CCC Transfers	American Indian		African American		Chicano/Latino		Total SAA	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent
1985	4,931	41	0.8%	151	3.1%	492	10.0%	684	13.9%
1986	4,858	40	0.8%	168	3.5%	431	8.9%	639	13.2%
1987	5,465	51	0.9%	183	3.3%	525	9.6%	759	13.9%
1988	5,855	82	1.4%	185	3.2%	639	10.9%	906	15.5%
1989	6,224	78	1.3%	197	3.2%	680	10.9%	955	15.3%
1990	7,420	101	1.4%	209	2.8%	796	10.7%	1,106	14.9%
1991	7,464	107	1.4%	208	2.8%	923	12.4%	1,238	16.6%
1992	8,219	94	1.1%	217	2.6%	1,007	12.3%	1,318	16.0%
1993	8,834	89	1.0%	230	2.6%	1,082	12.2%	1,401	15.9%
1994	8,998	108	1.2%	287	3.2%	1,204	13.4%	1,599	17.8%
1995	9,005	111	1.2%	314	3.5%	1,266	14.1%	1,691	18.8%

Student Academic Services, Office of the President, University of California